

REFUGEE POLICIES, PROGRAMS AND RESEARCH IN SOMALIA,  
ETHIOPIA AND TANZANIA: A REVIEW.

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## INTRODUCTION

An earlier report submitted to the International Development Research Centre (IDRC) reviewing "The Refugee Situation in Eastern and Central Africa"<sup>1</sup> established that the numbers of refugees here has increased dramatically in the last two decades. The region hosts more than half of the African refugee population. This has resulted from intensification of liberation struggles. More recently, however, more refugee situations result from post-independence conflicts between warring factions. This creates problems for refugees and host governments.

Refugeism creates conditions under which people are uprooted. They experience physical, political, psychological and social and economic hardships. After refugees have been granted permission to reside in a host country, they need assistance. Their immediate needs include acquisition of food, shelter, clothing, medicine and blankets. The long term needs involve looking for durable solutions leading to socio-economic integration in the host society. Voluntary repatriation is considered to be the most durable solution. Even after voluntarily repatriating, returnees need to be rehabilitated and reintegrated in their home societies.

To meet the emergency and long-term needs of refugees, host governments, foreign governments, international and

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1 Khasiani, S.A. "The Refugee Situation in Eastern and Central Africa." Report submitted to International Development Research Centre Nairobi. July 1983.

local agencies collaborate and establish refugee programs and projects. Emergency programmes require coordination so that refugees can be provided with basic needs. An important objective is to keep this period short. This requires the initiative and cooperation of refugees. To promote self-sufficiency during the settlement and integration phase, projects and programmes designed to make refugees self-reliant are established. Training programmes provide refugees with appropriate skills for economic independence. Employment information is provided and refugees are assisted in searching for jobs. Loans and other services are provided to those with viable commercial and agricultural ventures.

Establishment and effective implementation of appropriate refugee programs is largely guided by the existence and/or formulation of refugee policies in host nations. Refugee policies can appear in the form of legislations at the national and subnational levels. New institutions with appropriate machinery for handling refugees might also be created. These policies are strengthened by binding bilateral and multilateral resolutions and agreements between host governments, foreign governments and national and international agencies.

Formulations of appropriate policies and effective implementation of existing programs and projects creates a need for refugee research. Mutual consultation and exchange of information by scholars and administrators of refugee programs helps host countries to share and learn

from experiences of others.

The present report provides an indepth review of refugee policies, programs and research in Somalia, Ethiopia and Tanzania. This information was gathered through interviewing government officials working with refugees, UNHCR personnel, officials of private voluntary organizations involved in refugee work and scholars interested in refugee issues, in Somalia, Ethiopia and Tanzania. Government publications and other publications were consulted.

This report consists of four parts. Part one examines refugee policies, programs and research in Somalia. Part two examines refugee policies, programs and research in Ethiopia. Part three examines refugee policies, programs and research in Tanzania. In part four, an attempt is made to high light the important general findings and research questions emerging from the study.

PART I

SOMALIA

REFUGEE POLICIES, PROGRAMS AND RESEARCH

Refugee Population Size

Somalia has approximately 5.3 million people, 80 percent of whom earn their livelihood from agriculture. Periodic droughts combined with unreliable surface water sources has hindered agricultural development. With a per capita income of US\$ 100.00, Somalia is one of the poorest countries in the world. This poor population has been dramatically increased by a refugee influx. Although there has been no proper refugee population enumeration, it is estimated that there are 700,000 refugees in 37 camps in Somalia and another 700,000 spontaneously settled outside camps, with relatives and friends throughout Somalia. With a total of approximately 1,400,000 refugees, Somalia has one of the highest refugee to population ratio (1:3) in the world today.

Refugee influx into Somalia began in 1976 during



the Ogaden dispute.<sup>1</sup> Starting in 1978, refugees, mostly Ethnic Somali and Oromos from Ethiopia increased dramatically. The daily influx reached a height of 3000 refugees per day. At the beginning of 1979, there were some 120,000 Ethiopian refugees in Somalia. By the end of 1979, the figure had reached 475,000 persons in 21 camps established in the regions of Gedo, Hiran, Lower Shebelle and West Galbeed.<sup>2</sup> By June 1980, the refugee population was estimated to have increased to 740,000 in 25 camps. The influx of refugees levelled off in 1982. A refugee population census in 1981 enumerated 700,000 refugees in camps. This figure has been officially adopted for planning purposes. One camp near the town of Hargaisa is the second largest town in Somalia today. The smallest camp has 45,000 inhabitants.

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1 Located between Ethiopia and Somalia, the Ogaden has become caught up in a rivalry over who will rule the people and the land. This dispute escalated into war between the two countries in July 1977 when Somali Guerillas with the help of the Somali government attacked Ethiopia and seized control over this territory. With the help of Cubans and the Soviets, Ethiopia drove out the Somalis.

2 For the breakdown of the refugee population in camps in Somalia, see Table 1 in Appendix.

The demographic composition of the total refugee population in Somalia is not known. An age-sex composition of the refugee population in Somalia camps however, shows a youthful population with 60 percent children, 30 percent women and 10 percent adults. A population with such a high dependency ratio has the potential to rechannel resources from investment for development to consumption. Furthermore, the high proportion of female headed households carries implications for agricultural camp development. All these factors need to be taken into account in refugee policy formulation.

## REFUGEE POLICY

### Reception Policy

When most of the refugees from Ethiopia fled into Somalia between 1978 and 1980, the Somali government's reception policy was "open door". The refugees were given asylum on humanitarian grounds. The government also adhered to the principle of non-reinforcement. It was hoped that the conditions that led to refugee flight would be resolved within the shortest possible time. Based on the belief that this was a temporary situation, a massive emergency relief program was launched. Temporary facilities were constructed. Up to 1982, voluntary repatriation to Ethiopia was considered to be the only durable solution. It was expected that this would be effected soon.

Medium-Term Settlement Policy

The protracted conflict in the Ogaden region rendered it impossible to predict whether and when a peaceful solution would occur. The conditions for voluntary repatriation as a viable durable solution to the refugee situation did not exist. Yet it was inhuman for people to live for long periods in temporary camp conditions. After refugees had been living in camps for 2-4 years, in March 1983, the government announced a new policy agreeing to transform temporary camps into settlements for refugees. This medium-term policy exists along side the long-term durable solution which is recognised to be voluntary repatriation. The settlement policy aims at improving the lives of the refugees through fostering their sense of community life while in refuge. This policy was designed to transcend the care and maintenance relief activities of the emergency phase. It focuses on establishment of appropriate and constructive medium-term development projects. These projects will enable the refugee population to achieve some measure of self-reliance by providing skills which will be useful to them in future activities. The debilitating feeling of vulnerability and the burden of dependency promoted by prolonged temporary camp conditions are alleviated. The establishment of the settlement projects were to be governed by the following terms of references:-

- 1) Refugees were not to be moved from region to region. Where possible the camps were to be transformed into settlements.
- 2) Facilities constructed for refugees should also benefit nationals in the area. This includes schools, hospitals and irrigation projects, so that inequality is not created.
- 3) The international community will be expected to continue assisting refugees.
- 4) Development projects must be in line with national economic development.
- 5) Refugees will continue to hold this status but fully participate in the economy of the nation. They will not be discriminated on.

The ultimate goal of implementing the settlement policy is to promote self-reliance and consequently self-sufficiency so that refugees are not a burden to the government and the international community.

Long-Term Policy:- Voluntary Repatriation

The long-term refugee policy in Somalia has two components to it i.e voluntary repatriation and integration through naturalization. The international community, the government of Ethiopia and bilateral

donors emphasise the need for promoting conditions facilitating voluntary repatriation to Ethiopia as the preferred long-term solution to the refugee problem. For effective voluntary repatriation to Ethiopia, the government of Somalia demands assurance that if repatriated, the refugees will not come back. To ensure this, United Nations High Commission for Refugees office in Ethiopia has been trying to get the governments of Somalia and Ethiopia to meet and discuss this. These two governments have been reluctant so far to give assurances that the circumstances leading to the refugee conditions will be eliminated. The precondition for voluntary repatriation therefore, do not exist in the near future. Voluntary repatriation remains a long-term objective.

For refugees unable and/or unwilling to repatriate, an alternative involves seeking integration through naturalization. One condition for naturalization is for a refugee to have achieved self-reliance and contributing to the economy of the host nation. Even after this, citizenship is not automatically offered to those seeking it. Each application is considered on its own merit.

#### REFUGEE PROGRAMS

##### Emergency Relief Programs

An extensive relief program comprising the National Refugee Commission (NRC), UNHCR and about 30 private

voluntary organizations (PVOS) ensured that refugees got their needs.

From 1976 when the first influx of refugees fled into Somalia, the government of Somalia was totally responsible for meeting the emergency needs of refugees. In response to the government's appeal for international assistance in 1979, UNHCR office was set up in Mogadishu and started to coordinate United Nations emergency relief operations. On the basis of an estimated figure of 700,000 refugees registered in camps, an emergency assistance program has been formulated responding to the food and non-food needs of this population. Items provided to refugees include provision of shelter, clothing, domestic items, medical facilities and food.

Food activities are coordinated by The World Food Program (WFP). Every year, the government of Somalia makes requests to WFP for provision of food for refugees. The present yearly request amounts to 150,000 metric tons of food. WFP gets this food from pledges of various governments, and ensures that the pledges are honoured. After the food arrives in the country, it has to be transported and distributed to the refugees. This is an enormous logistics responsibility handled by The Emergency Logistics Unit of NRC and CARE. UNHCR provides the money to clear the food from the harbour.

Organizations implementing and coordinating refugee programs include the National Refugee Commission which coordinates overall refugee programs in Somalia. Other organizations which implement refugee emergency relief programs include the Somali Red Crescent Society, CARE, the League of the Red Cross Societies, Medicins Sans Frontiers.

The main funding agency for refugee programs is UNECR. UNHCR requires that all implementing agencies must provide a certain proportion of the funding for the projects they are involved in. Foreign countries have also contributed to the refugee food situation.

Some of the problems encountered during the emergency programs include allegations that food meant for refugees is taken to the army barracks. Furthermore, it is not uncommon for food meant for refugees to be found in market places and in shops on sale. This could be a result of refugees engaging in exchange of some of their food rations in their food baskets for other items they do not have. This situation has not caused alarm among the organizations concerned with emergency relief because there are no signs of food shortage or malnutrition among refugees.

A second problem has been the derationing of food because the donors feel that the refugee population size

is inflated. Donors feel that refugees should be more self-reliant and contribute towards their own food situation through agricultural food production so that they can become not only self-reliant in food, but produce surplus for sale to meet most of their other needs. Although after 3 years of the emergency relief programs the situation has stabilized, the magnitude of the refugee situation in Somalia, is such that even as refugees are encouraged to become self-reliant, it is necessary to continue to concentrate a substantial part of refugee assistance on immediate relief needs.

Beginning in 1982, for UNHCR and more recently for the Somali government, programs and projects to encourage self-reliance among refugees have been established thus lessening dependency tendencies. The next section examines the most salient settlement programs established reflecting this shift in emphasis in refugee policy.

#### Refugee Settlement programs

##### Agricultural Program

Committed to a policy of promoting self-reliance through settlement projects pending a long-term solution to the refugee problem, the government of Somalia, UNHCR and NRC recognise agricultural development as the means through which to effect this policy. The government has made land near refugee camps available to be developed



by the refugees. Each refugee family interested in farming is allocated 0.5 hectares of land in irrigated areas or 1 hectare of land in areas where land is not irrigated (dry land farming). The refugee family working on agricultural plots is allowed to keep the entire produce from their land. This represents a shift from an earlier system (practised up to 1981 when it was reorganised), where refugees were expected to provide free labour to the state run collective farms.<sup>3</sup> This change has provided an incentive for refugee participation in self-reliance agricultural projects.

Agricultural projects include vegetable farming in which refugees are encouraged to participate. Poultry farming aims at providing refugee families with income generating activities and making them self-reliant in food by raising meat-type (broiler) chickens. This meat is sold to both NRC for use as refugee rations and the rest is sold to the public. Projects are also established in animal husbandry where goats and sheep are bred, goat and cow milk production is increased, and oxen are reared for pulling the plough during cultivation.

Farming tools and seeds which include corn, sorghum and vegetables are distributed to farmers.

Irrigation projects have been established in camps. Irrigation pumps are being used to irrigate land. Irrigation channels have been built to provide water, using subsurface water and seasonal rivers especially in the dry North West region. Soil and water surveys are being carried out to assess the potential for more agricultural activities.

Reafforestation projects are established. These include establishing tree nurseries run by the Central Range Agency. Farmers are also taught to use stoves to conserve on wood.

Agricultural experts have been provided to NRC and the government of Somalia. They have demonstration gardens to teach irrigation, storage of food, insecticide use and the importance of reafforestation.

These projects are implemented by local and regional staff of NRC in coordination with a number of agronomists, hydrologists, irrigation engineers and community development workers made available by private voluntary organizations (PVOS). These PVOs include:

Africare - Hiran Region  
Food for the Hungry International - Somalia  
German Freedom from Hunger (GFF) - Somalia  
Euro Action Accord - Somalia

International Response for the Horn of Africa (ICR)	- Horseed
The League of Red Cross Societies/ Somali Red Cross	- Somalia
The Italian Government	- Sigalow in Hiran region
Mennonite Central Committee	- Garba Harre - Jalalaqsi
Oxfam	- Belet
Save the Children Federation Inter-Church Response	- Qoryoley - Luuq

All agricultural projects are funded by UNHCR. UNHCR pays for building canals and infrastructure for irrigation. The government of Somalia provides the land and many of the local project staff. The pros are required to meet some of the costs of the projects they are implementing. Refugee Agricultural Unit of NRC is supposed to implement and coordinate all agricultural project activities. Implementation is currently minimal because of lack of qualified personnel. This unit just coordinates agricultural activities.

Problems hindering establishment of effective agricultural refugee settlement programs include the absence of an agricultural policy in Somalia. Projects have therefore just evolved haphazardly, the only rationale being that they would be used to train refugee farmers. These projects were not viable. A lot of money was invested in them and there is no out put.

Another problem relates to the size of land allocated to refugees for cultivation. Initially, refugees were being allocated very small pieces of land. The government intervened and declared that each refugee family be allocated 0.5 hectares of irrigated land or 1 hectare of dry land for farming. If self-sufficiency is to be achieved, there is need to increase land plots to about 3 hectares of irrigated land and 9 hectares of dry land. Unavailability of sufficient arable land in the vicinity of refugee camps is also a hindrance to rapid settlement.

There is going to be even more emphasis on agriculture to implement the policy of self-reliance. Self-help agricultural projects are planned to start in three regions i.e Lower Shebelle, Oroyoley and Gedo.

#### Health Program

The refugee health program in Somalia provides basic medical services to refugees. Medical projects include the provision of preventive and curative medicine, the operation of supplementary feeding centres and training of community health workers. Preventive medicine includes the establishment of mother-child health centres that operate immunization campaigns, education in personal hygiene and waste disposal, training mothers in prenatal and post-natal care. Widespread construction and use of latrines is encouraged and community health education is provided. Preventive health care also includes spraying mosquitoes and distribution of anti-malaria tablets.

Feeding centres are established within the medical program to provide supplementary feeding to pregnant and nursing mothers as well as to their children. Special feeding centres for patients undergoing treatment of tuberculosis are also operated. From the very beginning providing medical training to Somali nationals and refugees was an important component of the refugee medical program. Most projects include training of community health workers, who then join the medical teams in the camps. Traditional Birth Attendants are also trained and used in camps. This training takes a period of five months leading to a medical certificate.

Up to 1982, private voluntary organizations were the implementing agencies for the refugee health program in Somalia as follows:

- |   |   |
|---|---|
| Belgian Medical Committee for refugees in Somalia       | - Mundule camp in Gedo region.                      |
| Community Aid Abroad                                    | - Jalalaqsi iv refugee camp.                        |
| German Emergency Doctors                                | - Dam and Addey camps and at Wajale Transit Points. |
| Inter-church Response for the Horn of Africa.           | - Ali Malan Camp in Gedo region                     |
| The Somali Red Crescent/ League of Red Cross Societies. | - Gedoregion  |
| Medecins Sans Frontier                                  | - Luuq Ganane area                                  |
|   | - Garba Harre                                       |

Medical Volunteers  
International Oxfam

- Belet Weyne
- Bur Dubbo
- Boo' camp
- Sabaad camp  
in North West region

Since 1982, the Refugee Health Unit (RHU) has been implementing most of the health program (90-95%). Refugee health unit also coordinates the refugee health activities. RHU personnel are 98 percent Somali. The health program has therefore greatly moved towards Somalisation of the medical staff. Implementation of the health program is greatly facilitated by Somali government technical ministries. The few international medical personnel working in camps under the auspices of UNHCR or UNICEF are coordinated by RHU, and are expected to train Somalis. Health has improved over the years.

UNHCR is the major funding agency for the refugee health program. During the period when they mostly implemented the health program, Pvos, provided international medical staff and also trained local staff. They also donated vast amounts of essential commodities including hospital equipment and vitally needed medicines and pharmaceutical items as well as health learning materials. Grants were provided for construction of health clinics, laboratories and necessary equipment.

Since the Refugee Health Unit took over the implementation and coordination of the health program, the government of Somalia through the Ministry of Health is providing most of the refugee medical staff. UNHCR continues to be the major funding agency and some assistance continues to be received for the international voluntary organizations.

A problem observed within the refugee health program is increased malnutrition among some children. This condition appears to be related to the lack of food items with vitamin C in the food basket. Requests for 1984 include some kind of Soya bean rich in vitamin C to be included in the food basket. It is also expected that the emphasis on self-reliance in agriculture will lead to growing of vegetables which will provide vitamin C.

Refugees are a burden on the health program. Medical personnel up to a certain level are obtained from the pool of national medical staff of Somalia. This creates shortage and drains national resources. In addition to this, to attract doctors to camps, they are offered higher salaries. This attracts the best medical officers, and refugees are consequently better served than nationals and since refugee integration is not encouraged, Somali nationals are losing.

The Refugee Health Unit, is proposing to build a referral hospital for serious cases in camps for both refugees, and nationals.

#### Water Program

Somalia has unreliable rain and surface water sources. Water is as a result, an important component of the refugee settlement program. Most refugee camps are located along the Juba and Shabelli rivers or close to other permanent water sources. A comprehensive water supply program covers all camps and includes provision of water purification equipment, building of reservoirs, digging up wells, and transportation of portable water. This program was drawn up by the government of Somalia, UNHCR, UNICEF and experts from voluntary organizations. Concurrently, short-term projects include continued improvement of the water supply to make it safe for drinking, through surface water treatment facilities shallow hand dug wells, the purchase of extra tankers to transport the water. The water is supposed to reach refugees through standard pipe taps and to feeding centres by tankers and trucks. During drought water is trucked to water storage tanks in camps. The possibility of relocating refugees closer to water sources is being considered.

Implementing agencies for the refugee water program include:



UNICEF

Africare

Caritas/Malteser Hilfsdienst/Technisches Hilfswerk

- Gedo, Hiran and Lower  
Shebelle region.

Ecumenical Relief and  
Development Group for  
Somalia

- North West region.

Oxfam

- North West region

The Water Development Agency which is a unit within NRC is supposed to implement and coordinate the water projects. This unit is still unable to carry out the functions of implementing, the water program. The Pvos listed above implement these water activities while the Water Development Agency coordinates their activities.

UNHCR funds most of the water projects.

The government of Somalia provides some of the staff involved in the coordination and implementation of water projects. Pvos are also expected to provide some of their own local and international staff as a condition for participating in UNHCR funded projects. Some Pvo also provide part of the funding of the projects they get involved in.

Some of the water projects have failed. An example is a project where UNICEF dug some wells but did not find enough underground water as had been anticipated. Little work is now being done on surveying water from underground.

Many refugee camps report water shortage. In some camps the situation is very bad, especially the north-west region where camps are not near water sources and water has to be brought in from nearby towns. The services of a trained hydrologist have not been used in water projects. There are also logistics problems in getting water to camps partly resulting from poor roads especially in rainy seasons.

Future plans include using the services of a proper hydrologist in research on ground water in settlement programs.

#### Education/Training Program

No study has assessed the educational level of refugees in somalia. It is however generally agreed that the majority are illiterate.

It is UNHCR mandate to provide primary education to refugees. In 1981, jointly with NRC and the Ministry of Education, UNHCR established the Institute of in-service Teachers Training (IITT). IITT administers refugee primary education. Today, 35,000 children in refugee camps are enrolled in primary school. This represents 20-30 percent of the refugee primary school age population.

Post primary education affecting refugees in Somalia consists of secondary education and In-service Teachers

Training program which constitute formal education. Non formal training is composed of Family Life Training and The Functional Literacy project.

Secondary education is non existent in refugee camps. The limited opportunities availalbe for refugees to attend secondary school depend on assistance from UNHCR in terms of subsidies for students eligible for national schools.

Within refugee camps, IITT provides post primary education through its program of In-service Teachers Training. This provides educational opportunity for children and youth in the camps through providing teachers. In recruitment, priority is given to refugee youth. The course lasts for two years. During the two year period, the trainees are attached to schools, they take a full teaching load along with their training.

IITT was initially established to meet the emergency needs of providing trained refugee primary school teachers as quickly as possible. This addressed the problems of under staffing of camp schools and under qualified teachers. Within two years, a large number of qualified teachers and their supervisors as well as good teaching materials had been produced.

By November 1981, IITT was operating in 19 camps with an enrolment of 500 teacher trainees who were appointed in teaching posts in the camp schools. Most of the staff of IITT are Somali nationals from the Ministry of Education.

Non-formal education includes the Family Life Program and The Functional Literacy Projects which train community Health Workers and Traditional Birth Attendants.

The Family Life Education program was started in refugee camps in 1980 by Women's Education Section of The Ministry of Education. This program addressed refugee women's educational and training problems. It provides refugee women with skills that improves their daily family life and increases their income generating activities. In cooperation with NRC and UNHCR, the women's section of the Ministry of Education has established 32 training centres in temporary facilities in 19 camps. 256 refugee women have undergone intensive training at the Ministry of Education Women's Section and on completion will replace the 150 Ministry of Education Teachers. The program has so far covered 8000 women in various skills including tailoring, home improvement, health and hygiene, childcare, literacy and nutrition. Day care centres catering for 4800 children have been organised in 30 camps.

The Functional Literacy Project involves literacy training for Community Health Workers, Traditional Birth Attendants and Women enrolled in training programs at Family Life Centres. All participants are refugees and programs are operated in camps. The project is jointly planned and implemented by UNESCO, IITT and The National Adult Education Centre (an Institute in the Ministry of Education).

The major donor of these projects, especially in the early phases was UNECR. Other donors include Swedish Save the Children, DANIDA and Danish Refugee Council, UNICEF and the government of Somalia.

Some of the problems facing the Refugee Education and Training program is the level of enrolment in schools. The enrolment level in primary schools is low. Most of the refugee children are still not reached by primary school educational system. Those attending school are mostly men, while very few are women. And even for the few that attend primary school education, the drop out rate is very high. The success of this program is hindered by lack of appropriate buildings for training centres, equipment and educational material. The curriculum also needs adjustment so that it is appropriate for the refugees. Family Life Education which now covers only women needs to be extended to cover men.

Future plans for this program include post primary education for refugees in IITT project. IITT is also planning to extend to the rural national population living in remote districts.

There are plans to increase the number of Family Life and Day Care Centre Trainees from the current 10,000 to 15,000. The existing staff will be upgraded in order to train new staff.

A project has been proposed by the Ministry of Education on "Post Primary and Out of School Education for Refugee Youth in Camps and Settlements", to be funded under ICARA II. This project addresses the problems of youth both illiterates, primary school dropouts and primary school leavers with no opportunity for training. The project plans to provide post-primary and out of school training to refugees to enable them to become self-sufficient. Apprenticeship projects in camps and settlement of refugees with local craftsmen will be established. The project also hopes to expand the existing secondary schools and construct combined secondary and secondary technical schools.

#### RESEARCH

Most refugee research in Somalia has been carried out by organizations implementing specific programs and projects. This research is usually tied up with the specific problems and needs of these programs. The Refugee Health Unit for instance has been involved in research on mortality patterns among refugee populations in different camps. Similar research has also been carried out on the socio-economic conditions of the camp population, the training needs of refugees. These studies have usually directly translated into projects to solve the immediately established problems of refugees.

Partly because of this research strategy, there is a limitation in refugee research and implementation in Somalia.

The close relationship between research and specific program needs means that research does not transcend specific program needs. Such research is anecdotal, unrelated and therefore lacks comprehensiveness in dealing with the refugee situation. There is subsequently an absence of broad studies which, for instance, examines different types of farming systems and the appropriate ones to introduce in particular refugee situation. This would alleviate problems of over investing in some farming systems (e.g. in agriculture as opposed to livestock production) at the expense of other equally viable systems.

Somalia also lacks basic research establishing the basic characteristics of the total refugee population. Generalizations about these characteristics are made on the basis of studying a sample of the camp population.

Part of the constraints to proper conceptualization and effective implementation of refugee research in Somalia is availability of research facilities and personnel. Research in Somalia, in general, is still relatively young, not well established and faces many constraints. Such constraints include lack of well trained personnel and research facilities. Somalia National University is still relatively young and experiences shortages of qualified personnel as well as lack of research facilities. There are signs that the refugee research situation will improve. One of the few, increasingly autonomous research organization in Somalia is The Somali Academy of Arts and Sciences (SOMAC)

which was established in early 1960s. Its role was defined as that of developing the Somali language. Starting in 1970s, SOMAC has gradually moved into research. Currently, SOMAC procures money for Somali researchers from local and international organizations. Recently, an institution closely affiliated with SOMAC, The National Research Council was established. Its objectives are to establish research priorities, coordinate research and set up research policy and procedure for research clearance and assistance to researchers. The Council will also ensure dissemination of the research findings. It is expected that this organization will also benefit refugee research. The National Refugee Commission has created a planning unit to establish refugee research priorities and coordinating all refugee research.

More recently, refugee research problems are reflecting a shift towards overcoming the past shortcomings. A study has been proposed to be funded through SOMAC on Somali's Invisible Refugees. The funding of this study will fill the information gap on the number, characteristics and socio-economic needs of the spontaneously settled refugee population as well as their impact on the economy.

Other researches are proposed to be funded under the Refugee Self-Reliance Project of USAID and NRC. A studies fund has been established to provide financial support for socio-economic and technical research among refugees. The studies have to be action oriented focusing on providing information in long term planning and design of appropriate programs to meet refugee needs especially their income generating activities.



PART II

ETHIOPIA

REFUGEE POLICIES, PROGRAMS AND RESEARCH

Refugee and Returnee Population

During the second half of 1960s many refugees from the Southern part of Sudan came to Ethiopia fleeing the war going on between Southern and Northern Sudan. During this period, there were also many refugees from Somalia living in Ethiopia. Ethiopia also gave refuge to people from South and South West Africa. Most of the refugees from Sudan repatriated after the 1972 peace agreement reached between the Democratic Republic of Sudan and Southern Liberation Movement in Addis Ababa that ended a 17 year old war.<sup>1</sup> Most Somali refugees have also repatriated.

Today most of the refugees in Ethiopia come from two areas. The first group consists of approximately 5500 refugees settled in the Gambela area of South Western Ethiopia. Most of these refugees from Southern Sudan had been getting assistance from UNHCR but have now become self-sufficient. Another group, the Ansar Muslims from Northern Sudan are settled in the Ganduar area. These refugees are largely single men, formerly in Military

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1 UNHCR, Nursing a Miracle. The Role of the office of the United Nations High Commission for Refugees in the UN Emergency Relief Operation in the Southern Sudan (Not dated) p. 6.

Units. They have been in Ethiopia for nearly 10 years, presenting a peculiar and difficult problem for settlement. UNHCR has been maintaining them through the Ministry of Interior. It had been hoped that these refugees might repatriate. Since this seems unlikely to happen, plans are being made to settle them at Bahr Dar, South of Lake Tana.

Some refugees are living in Addis Ababa and being maintained by UNHCR, UNIDO and ILO.

More recently, i.e since September 1983, the circumstances associated with the proclamation of Islamic Law in Sudan have resulted in approximately 30,000 Sudanese refugees fleeing to the Gambela region in South - West Ethiopia. A United Nations Fact Finding Mission visited the area in December 1983 to establish their numbers, conditions and possible solutions. These people are of the same cultural group as the Ethiopian nationals across the border, in the Gambela area. Most of these refugees are young men, since most women and children are unable to cross the Gambela river.

In addition to refugees, there are approximately 5,500 recent returnees from refugee camps in Somalia and Djibouti.<sup>2</sup> Some of these returnees have an agricultural

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2 Ethiopia is the source of one of the largest refugee population size in the world. A lot of the refugees from Ethiopia fled to Somalia (1,400,000) Djibouti (42,000), Sudan (303,000) and Kenya (1,500). Most of these refugees resulted from the conflict between Ethiopia and Somalia over the sovereignty of the Ogaden region.

background and others are nomadic pastoral groups. A large number of returnees are children and women. Young men may have formerly chosen to live under nomadic conditions. More recently, however, they are coming and receiving rehabilitative assistance. The bulk of the returnees have a rural background and are settled spontaneously.

In addition to refugees and returnees, Ethiopia has 2 million people displaced due to the conflict in the Ogaden and Eritrea. Three million people are also affected by the extended drought conditions being now experienced by the country. These people seek and are given similar assistance as refugees and returnees.

#### REFUGEE/RETURNEE POLICY

##### Refugee Policy

Ethiopia has acceded to 1951 UN convention, 1967 Protocol and 1969 OAU convention on refugees.

##### Reception Policy

Ethiopia has an open door reception policy. In 1963 regulations were adopted defining the procedure for the acceptance of refugees. They specify that the refugee must register with the Relief and Rehabilitation Commission of the Ministry of Interior, handover their arms and undertake not to pursue any political activity. Emergency assistance is provided.

Settlement and Integration Policy

The government of Ethiopia is committed to integrating refugees if they choose to remain in Ethiopia. The refugees are treated as far as possible in the same way as the nationals. They are provided with land. Suitable employment is also provided. Education and other training opportunities are provided to increase their chances of getting established and to accelerate their settlement process. Refugees applying for naturalization are assessed, each on their merit.

Voluntary Repatriation Policy

Ethiopia is committed to a policy encouraging voluntary repatriation as the most durable solution to the refugees. This applies both to situations where refugees in Ethiopia are repatriating back to their countries as well as where people are returning back to Ethiopia from refuge. Before refugees repatriated from Ethiopia as in the case of Sudanese in 1967 and mid 1970s, repatriation missions are sent from Ethiopia to these countries to assess the conditions to which the refugees will return. Ethiopia on the other hand has declared a general amnesty for Ethiopian refugees living in Sudan, Djibouti and Somalia. A law has been enacted to protect them from reprisals on return. Repatriation period agreed on was one year from August 1982 to August 1983. This was extended to December 1983.

Resettlement Policy

Ethiopian policy is to issue "Return Clauses" in refugee travel documents so that when they have to go to other countries for education and/or employment refugees have no difficulty returning to Ethiopia.

REFUGEE PROGRAMS

Emergency Relief Program

Refugees and returnees are the responsibility of the Ministry of Interior. Overall execution of the refugee program is done by the Relief and Rehabilitation Commission, a department of the Ministry of Interior.

Refugees have been a heavy burden on the government of Ethiopia. When a new influx of refugees comes to Ethiopia, for the first couple of months, the government has to meet their emergency needs without outside assistance. This happened recently when there was an influx of refugees from Sudan into the Gambela region. The Relief and Rehabilitation Commission of the Ministry of Interior Supplied them with food items (i.e. rice, maize, and edible oils). The government also met the transportation costs of these food items to the Gambela region, both by land, and by air when the region was inaccessible by land. Ethiopia is currently experiencing a drought spell since 1982. In 1982 two million people were affected, by 1983, three million people were being affected. These are Ethiopian nationals and whatever relief is given to refugees has to be shared with these nationals. Refugees are provided

with health services. Sometimes women and children are malnourished. Refugees are provided with temporary shelters, clothing blankets soap and water.

To encourage voluntary repatriation, returnees to Ethiopia are covered by an organized voluntary repatriation program which provides them with limited relief and material assistance. This program covers returnees from Djibouti and Somalia. They are expected to stop at several locations along the Dire Dawa - Dewele railroad. They are kept at these receiving centres for a couple of weeks. Temporary shelters are constructed at these receiving centres most of which are in the Hararghe region and in provinces in northern Ethiopia. At these centres, returnees receive relief assistance including supplementary food like sugar, salt, canned fish and meat. Blankets and soap are also provided. Health services involve provision of basic medical equipment and furniture to dispensaries. Water supply in these temporary shelters is delivered by tanks and trailers and other vehicles.

Some refugees and returnees come to urban areas. An office of the Relief and Rehabilitation Commission caters for them. Accommodation is found for them in hotels and they receive relief allowance.

#### Refugee/Returnee Settlement Program

##### Agricultural Programs

Most refugees and returnees have got an agricultural

background. The earlier influx of Sudanese refugees to the Gambela region have settled, integrated with the local population and become self-reliant. The Ansars from northern Sudan have been a problematic group. The government has now decided to settle them at Bahr Dar near Lake Tana.

The situation relating to the recent influx of refugees now living in camps in the Gambela region is still in the emergency phase. The extent of their problem, needs and possible solutions is still being assessed. Under ICARA II, a project has been proposed for upgrading the facilities in these camps, including providing agricultural assistance to help the approximately 30,000 Sudanese refugees living here, to settle.

The returnees who are repatriating to Ethiopia from Djibouti and Somalia are being received and kept at specified locations for a couple of weeks. Before being sent to their former village, they are given agricultural packages to settle. UNHCR and Ethiopian authorities have identified agricultural assistance for returnees as a means to resume useful and productive lives. In establishing this project, it was assumed that refugees have had their traditional pastoral and/or agricultural lifestyles interfered with by the conflicts leading to their flight, by extended drought conditions and by long periods of staying in camps under conditions of dependency. The assistance

involves providing the initial capital cost of re-establishing the agricultural schemes which had been destroyed thus resettling a limited number of returnees over a period of one year. It is expected that additional money will be subsequently available through bilateral and multilateral sources to develop the settlements to full potential.

The project provides self-sufficiency assistance for agriculturalists and pastoralists families to resume their traditional activities. This is done by introducing mixed pastoral and agricultural packages. Returnees with agricultural backgrounds are given irrigated land, seeds, fertilizers, hand tools, a horse to cultivate and a choice of either a cow, a goat or a sheep. To operate these, beneficiaries need to cooperate. Returnees with a nomadic background are offered an animal package i.e. cows, goats, and a sheep. These agricultural inputs help returnees to rehabilitate.

Land in Ethiopia is owned by the government. It cannot be bought or sold. There is no land problem to hinder the establishment of successful agricultural projects. People get land use rights. Refugees and returnees are usually settled in areas with low population density like the Gambela and the Ogaden regions.

Some refugees and returnees have found their way and live in urban centres. The Relief and Rehabilitation Commission is constructing a building to keep them outside



the city limits where they can grow vegetables sell them to the city and generate some income.

#### Health Program

ICARA II project proposes to upgrade health facilities and construct clinics and build infrastructure in the Gambela region where most refugees are fleeing to and the Harargha region which has most receiving centres for returnees from Djibouti. To ensure that the health risks of refugees and returnees are minimised, sanitation units are provided at local locations where tent sites are established. Once repatriated, the returnees utilize the health facilities of the Ministry of Health, located at larger population centres. The project on Voluntary Repatriation of Ethiopian refugees from Djibouti is strengthening these facilities through providing basic medicines, and equipment in three locations and by supporting the construction of small mobile health service units.

#### Water Programs

Water projects involve digging wells because irrigation cannot be done using river water. The water level of the rivers is too low and this would require expensive irrigation machinery. Refugees are usually settled along river banks or where it is considered easy to find water. Water rigs are a priority item asked for in ICARA II project.

For returnees, water storage at most railside locations is adequate for the estimated number of repatriates. Water trailers are provided to supplement existing facilities.

#### Education/Training

Within the formal educational system, existing school facilities, equipment and supplies have been expanded to support repatriate children of primary school age. Additional classroom space of about 2500 students is being build based on projections from the total number of primary school aged children likely to return to Hararghe. This figure excludes children of nomadic pastoralists and agro-pastoralists who by virtue of their life style may not be expected to attend school. The need for classroom equipment is projected to increase. Primary school facilities are receiving support for basic teaching and student supplies from UNECR. The Ministry of Education is providing additional teaching staff as needed.

The most significant nonformal training is the small scale cottage industries. The returnees are being trained in small-scale cottage industries in order to revive traditional income-generating activities and/or give the beneficiaries skills to enable them to earn additional income. This project is training 450 people in 11 different centres in the regions of Harargha, Eritrea, Gondar and Wellega. Cottage industry communities are provided with basic construction material like cement, wooden poles, iron sheeting to support the establishment of small work-

shops with cement flooring. The tradesmen are provided with essential equipment and tools and initial stocks of materials so that initial income is generated. Skills are acquired in carpentry, hand weaving, tailoring, masonry, shoemaking, repair, sisal crafts and pottery. United Nations has provided a consultant for this project. It is hoped that once the project is properly established, and many returnees are trained, they can continue with it.

#### Implementing Agencies

The government of Ethiopia, through the Relief and Rehabilitation Commission of the Ministry of Interior and UNHCR are the implementing agencies of most refugees and returnees projects. Since UNHCR is non-operational her implementing partner in most of these projects is the League of Red Cross Societies. The government of Ethiopia expressed that the participation of private voluntary organizations in implementing refugee and returnee projects was welcome. In response to this, Pvos involved in implementing settlement and rehabilitation projects in Ethiopia include, Baptist World Relief, Catholic Relief Services, Church World Services, Mennonite Central Committee, Southern Baptist Convention, World Relief, World Vision International, American Friends Services Committee, Eastern Mennonite Board, Missionary Sisters of Our Lady of Africa, Lutheran World Relief, Oxfam, Methodist and YMCA.

In addition to providing land for refugee emergency

camp establishments, refugee settlements, receiving centres for returnees as well as rehabilitation projects for returnees, the government of Ethiopia employs personnel that runs the Relief and Rehabilitation Commission and other refugee projects. When self-sufficiency is attained and international assistance is withdrawn, refugee and returnee projects start to depend on national facilities financed by the government of Ethiopia.

#### Donor Agencies

UNHCR is the major funding agency for most refugee and returnees' projects.

Voluntary organizations involved in implementing refugee and returnee emergency and settlement and rehabilitation projects are required by UNHCR to provide funding for some of the services, through providing their local and international staff for the projects and meeting their own administrative requirements including the purchase of their vehicles. The government of Ethiopia provides land and local staff for many agencies implementing refugee projects.

#### Problems

Refugees and returnees have overburdened the Ethiopian facilities. Providing for refugees, returnees and Ethiopian nationals experiencing drought conditions has led to a general problem of shortages.

Organizations involved in handling refugee emergency needs are experiencing transportation problems. The Gambela

region is accessible by river. When the water level is low, however, relief items cannot be sent by boat to the area. When it rains, the area is inaccessible by roads because of floods and air transportation is very expensive.

Effective running of refugee activities in urban centres is hindered by the sluggish national economy as well as the reluctance of urban refugees to engage in available income generating activities. Refugees in towns do not find jobs to supplement their allowance. Attempts to settle them in rural areas have been unsuccessful. This lengthens the period of dependency.

A large number of returnees are undocumented and they settle spontaneously among the national population. Although some of them have something to return to, others may be experiencing a lot of hardships.

Most returnees are relief assistance oriented. It is therefore necessary to continue relief assistance for a while along side self-reliance projects. It is also necessary to promote attitudinal change and this takes time. Yet the rehabilitation program must be short lived because it is a UNHCR mandate to embark on programs that only last for one year or less. Such programs would be too short to have the desired effect on returnees.

RESEARCH

Ethiopia has a capacity for carrying out research. Several institutions in Ethiopia have the personnel and facilities for carrying out any research. Within the University of Addis Ababa, most research is carried out by the Institute of Development Research (IDR). IDR has up to now not carried out any studies on refugees or returnees in Ethiopia. The Institute of Ethiopian Study also within the University of Addis Ababa, is concerned with ethnographic and historical studies. Refugeism/returnees appears to be a politically sensitive area that has not attracted much research within the University circles.

The Science and Technology Commission is a government department responsible for financing research. It has sponsored technological and development research. No study on refugees/returnees has so far been sponsored. Other organizations with research capacities in Ethiopia include the Organization of African Unity (OAU), Bureau for Refugees and UNECA both of which are involved in refugee work and have their headquarters in Addis Ababa. These organizations have not so far done any research on the refugee situation in Ethiopia.

Refugee Research in Ethiopia is therefore very limited and scattered. One of the few studies on refugees in Ethiopia

is the baseline survey by Klintenberg.<sup>3</sup> This study was funded by UNHCR in 1976. The study examines the level of economic integration of the Sudanese refugees in the Gambela region of South West Ethiopia. The study concludes that these refugees have reached a level of economic subsistence similar to that of the indigenous population in the area. It is recommended that further assistance be directed to the whole region. Like this study, the limited research in Ethiopia is program oriented. The research is sponsored for a specific purpose beyond which it is not extended. Feasibility studies are carried out by agencies implementing specific programs. These are usually small scale studies and the findings are consumed by the agency.

Refugees and returnees in Ethiopia create conditions that affect both themselves as well as the people and government of Ethiopia. They are people in need and they compete with the nationals for the limited resources. There is need for refugee research in Ethiopia. Baseline surveys would establish the characteristics of refugees and returnees thus providing information for assessing their needs and for making recommendations on which various relevant organizations can base their activities. Broad based research is needed to understand the link between refugee and returnee development projects and national development planning.

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<sup>3</sup> Klintenberg, M. 1976 "Socio-Economic Survey Report of Gambela Awraja. Ethiopia".  
AA/HQ/345-325 Sponsored by UNHCR.

PART III

TANZANIA

REFUGEE POLICIES, PROGRAMS AND RESEARCH

Refugee Population Size

Since 1961,<sup>1</sup> Tanzania has received many different streams of refugees from different countries in Africa. The first influx to Tanzania occurred in 1961 from Rwanda. This was caused by political rivalry between the ruling Tutsi and the majority Hutu tribes, following Rwanda's independence. Many of the refugees who fled to Tanzania were settled at Rulenge in Ngara district and Kimuli in Karagwe. Some of the Rwandese who fled to Zaire experienced problems there and were air lifted to Tanzania in 1964 and settled in Mwese settlement in Mpanda district.

In mid 1960s, a number of refugees from Malawi and Zaire were settled at Pangale. When the Zairean government declared general amnesty to refugees, most of them repatriated. Most refugees from Malawi are now living and working in urban areas.

Tanzania has also received refugees from Mozambique. The war of liberation in the second half of 1960s caused a refugee influx to Tanzania. These refugees were settled in 5 settlements i.e. Lindo, Muhukuru,

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1 For a comprehensive review of Refugee Settlements in Tanzania, see P.M. Hombee "Refugee Settlement Administration in Tanzania". Paper presented to the workshop on Rural Settlements held at Dar-es-Salaam from 1st to 9th September, 1981 pp. 1-14.



Matekeno, Mputa and Rutumba. One year after Mozambique became independent, the Mozambican refugees repatriated. The settlements were put to other government use.

In early 1970s, tribal conflicts in Burundi resulted in large influxes of refugees. These were temporarily settled at Pangale settlement, and were subsequently moved to Ulyankulu. An increase in their numbers has resulted in the transfer of some of them to Katumba settlement in Mpanda district. By 1977, Mishamo settlement was established to ease population pressure from Ulyankulu settlement which by now had a refugee population of 50,000. By 1979, Mishamo settlement had 30,000 refugees.

In 1972, the disturbances associated with Amin's regime led to the flight of many Ugandans from the country. Approximately 5000 refugees fled to Tanzania. They repatriated in 1979 when Amin's regime ended. Other refugees in Tanzania came from South Africa.

Today, Tanzania hosts approximately, 170,000 refugees, 145,000 of these live in refugee settlements while about 25,000 are settled spontaneously. While the total refugee population hosted by Tanzania is one of the largest in absolute numbers, it only represents 1.0 percent of the total population of Tanzania.

#### REFUGEE POLICY

##### Reception Policy

Tanzania has an "open door" reception policy. This

reception policy is in accordance with Article 1(2) of the Geneva Convention and the Refugee (control) Act of 1965 of Tanzania. In case of a sudden influx of refugee into Tanzania, the Refugee Control Act of 1965 of Tanzania empowers the Ministry responsible to declare any part of the country to be the area of reception of refugees. Any refugees residing in these areas must therefore seek the government's authorization to leave the area and obtain the necessary permission for residence elsewhere in Tanzania.

Determination of refugee status and granting of asylum in Tanzania is the responsibility of the Minister of Home Affairs, through his Principal Secretary. Since 1982, the Principal Secretary only makes such decisions on the basis of recommendations of the Eligibility Committee formed following UNHCR advice. All asylum seekers in Tanzania appear before this committee in which UNHCR participates.

#### Refugee Settlement and Integration Policy

The general policy of the Tanzanian government is to settle refugees on land. The aim of the settlement policy is to allow refugees to recreate a new life in the host country. A need for a new settlement has to be initiated by the Ministry of Home Affairs and through the Prime Minister's office, communicates to several Regional Authorities where the settlement is proposed to be established. This proposal is assessed in the context

of long term regional plans. Once regional authorities accept to establish refugee settlements, district authorities locate the place, establish the size and align it with rural development. Rural development must be in line with the socialist self-reliance ideology of Ujamaa. Villages are established in settlements as defined by the village Act of 1975 which specifies the size and development projects to be established in them.

Within and outside settlements, it is government policy to utilize refugees with special skills. Employment opportunities inside and outside Tanzania are made available, although unlike citizens, to secure employment in Tanzania, refugees have to acquire a work permit. The settlement policy in Tanzania is not very much directed towards the immediate integration of refugees within the local population. Refugees wishing to apply for citizenship through naturalization however, have their applications considered on individual basis.

#### Refugee Repatriation and Travel Documents

The government encourages repatriation when this is possible. Groups of refugees have repatriated from Tanzania. A number of travel documents with return clauses have been issued to refugees, but the policy is to consider such requests on individual basis.

REFUGEE PROGRAMS

Emergency-Relief Programs

In the early days, refugees in Tanzania were received in temporary reception camps in rural areas. The government received refugees and subsequently made an appeal for international assistance.

From the very beginning when the government realised that refugees were going to stay for a long time, rural settlements programs to settle refugees were started. The aim was to assist refugees in reconstructing a normal life. This way it was possible to keep the emergency period to a minimum and involve refugees in their settlement programs. During the early period of establishment of the settlement, access roads were build, water supplier were installed and basic requirements were supplied.<sup>2</sup> These included blankets, cooking utensils, a food basket, tools, health, educational, agricultural and social facilities.

In urban areas, newly arrived refugees and those who have left rural settlements and moved to town are provided with counselling services. Attempts are made to determine their problem and suggest immediate as well as durable solutions. Emergency needs are met after providing counselling services. This includes food, accommodation

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2 Gasarasi, C. The Life of A Refugee Settlement: The Case of Muyenzi in Ngara District of Tanzania. University of Dar-es-salaam 1976 p.72.

and assistance to those seeking asylum. Refugees are also assisted in looking for jobs and loans to establish viable commercial projects. Those unable to find means of self-support in urban areas are encouraged to settle in rural areas and engage in agriculture. Those not wishing to settle in Tanzania are assisted to resettle elsewhere.

### Settlement Programs

#### Agriculture

To achieve self-sufficiency in food, the government promotes agricultural development in the settlements. One condition for the international community withdrawing assistance to the settlements and handing them over to the government is for them to reach agricultural viability. It is hoped that this can be achieved in the shortest possible time.

In Tanzania, all land belongs to the state. The government has committed itself to providing sufficient land suitable for rural settlement and development on the basis of 10 acres of agricultural land per refugee family unit. Land is demarcated into plots by settlement authorities and allocated to refugee families. It is understood that refugees will have the same land use rights as the nationals living in the same district.

In addition to land, refugees are given seeds and agricultural equipment. The main crops grown are maize,

cassava, beans, millet, sorghum, sweet potatoes, rice and vegetables. Refugees are encouraged to grow enough food crops and have some surplus for sale to have cash to purchase items they do not have. The food situation has improved considerably especially maize, beans and cassava production. Refugees are encouraged to grow cash crops too.

Livestock is important and although it has been encouraged and supported through the provision of agricultural extension service, its introduction into settlements has been slow because vermin and tsetse flies infest the settlement areas.

Poultry farming projects have been established in settlements. Fish ponds have been dug in settlements and fish has been introduced to supplement the protein diet and provide some source of income.

Non-agricultural activities are encouraged e.g. brick burning, charcoal burning, carpentry, wood curving, berber, bicycle making, masonry, repairs. Some of these skills have been transferred from the refugees home countries. The government encourages refugees to operate these activities through multi-purpose cooperative societies.

#### Health Program

During the early period of settling refugees, medical services are provided by the international community.

Dispensaries are built in refugee settlements to serve them. Hospital equipment and medicines are provided. Some of the most common diseases among refugees include Malaria, worms, diseases of the digestive system and diseases of the respiratory system.<sup>3</sup> When settlements become viable and are transferred to the government of Tanzania, refugee medical needs along with those of the nationals are met by the government medical facilities.

Consistent with Ujamaa policy, it is Tanzanian government's goal to extend health services to all villages, both those of nationals and those of refugees. Beginning with the 1976-81 planning period, the health strategy has been to emphasise preventive rather than curative health services. Health education is provided to the public through nutrition classes. Good sanitation is also taught to the public. Vaccination and inoculation campaigns are carried out by health authorities to prevent contagious diseases like tuberculosis, leprosy and small pox. Education on child and maternal health is provided at health centres.

Today in Tanzania, every village has some health facility (either a health centre or a dispensary), within a distance of 8 kilometres. The goal is to provide:<sup>4</sup>

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3 Gasarasi, C. 1976 op. cit. p.

4 Hombee, p. 1981 op. cit. pp. 6-7.

- 1 hospital bed for every 1000 people
- 1 Dispensary for every 10,000 people
- 1 Rural Health Centre for every 50,000 people.

This way, every refugee settlement has one health centre and several dispensaries.

#### Water Programs

While some villages are located close to rivers, other villages are located far from water sources.

The government of Tanzania plans to provide clean water to the entire population by the year 1991. In 1975, the Ministry responsible for water was asked to ensure that every village had access to a reliable water source, at the basic level, a public domestic water point within a quarter of a mile or 400 metres. By the end of 1979, 35 percent of the rural population had been provided with clean water. It is planned that by 1991 water will be provided through shallow wells, bore holes and surface water.<sup>5</sup>

#### Education/Training Program

It is government policy that every village should have a primary school. Primary education in Tanzania is free for nationals since 1975. Refugees are also eligible for free primary education. The school curriculum for both refugees and nationals is similar.

Primary schools have been built in settlement and teachers include both Tanzanian nationals and refugees.

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5 Ibid p. 7



After completing seven years of primary education, the refugee pupils cannot attend full government secondary schools and cannot afford to pay school fees in private secondary schools. For refugee children selected to go to secondary schools, scholarships have to be provided to enable them to attend school. UNFCR and other international donors provide a limited number of scholarships for refugees qualifying for secondary school.

Admission for refugee children to secondary school is generally by noncitizen quota system of 2 percent of the places available in Form I.<sup>6</sup> Vocational training and adult education is provided to refugees not admitted to secondary schools. UNHCR has established post-primary, vocational/technical centres in each of the major refugee settlements in response to the inability of local schools to absorb an increasing number of primary school graduates in refugee settlements. Courses are offered in homecraft, carpentry and masonry. Pupils are taught and encouraged to participate directly in various agricultural and artisan work. Other assistance include construction of schools. The kinds of projects established in each settlement vary according to need.

When refugee camps become agriculturally viable and the international assistance is withdrawn, educational

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6 Gasarasi, C.P. "The Tripartite Approach to the Resettlement and Integration of Rural Refugees in Tanzania." Paper submitted for publication. 1983. p.21.

assistance still continues. Those refugees who apply for and are granted citizenship become eligible for free primary and secondary education like other Tanzanian nationals.

#### Implementing Agencies

When the first refugee influx fled to Tanzania, the government of Tanzania appealed for international assistance to complement her efforts to meet refugee needs. In response to this Pvos including The League of the Red Cross Societies, Vatican, Lutheran World Federation, UNICEF, Africa Medical Research Foundation, Oxfam, Caritas,, The Swedish Church, World Council of Churches, got involved in implementing the emergency relief programs. UNHCR established her office in Tanzania in 1963 and began participating in the settlement of refugees. UNHCR defined her role as that of assisting refugees to become self-reliant in the shortest possible time. The government of Tanzania is aware that Pvo services are temporary and for a limited period. To avoid creating a mentality of dependancy and to facilitate a smooth take over of settlements from the international community, the government has established an administration machinery involving refugees, the international community and government personnel.

The government personnel consists of the settlement commandant, the assistant commandant and various department heads. The settlement commandant maintains law and order, and

interprets and implements government policy in the settlement. The administrative machinery requires that refugees like nationals elect their own leaders down to the grassroots level. The refugee leaders comprise of an overall chairman, the village chairman and ten cell leaders. These leaders administer social, economic and political activities of refugees at the village level. Lutheran World Federation through its local branch The Tanganyika Christian Refugee Services (LWF/TCRS) was asked by the government to be the overall implementing and coordinating agency of Pvo's refugee activities. LWF/TCRS is represented by the project coordinator. He supervises the departments of administration, education, health, ujamaa and cooperation, labour, water supply, roads agriculture and transport. LWF/TCRS staff discuss and prepare annual plans for the settlements. In their activities, all these different settlement administrative personnel liaise with the government district and regional authorities.

#### Donor Agencies

Most funds for the emergency needs of refugees and the establishment and running of projects in these settlements are donated by UNHCR. In Tanzania, excluding Mishamo settlement which is not yet completely established, it is estimated that UNHCR has spend US \$108 per capita to settle each refugee.<sup>7</sup> UNHCR also provides the government with advisory services of her staff.

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7 Gasarasi, C.P. 1980p.cit. p. 21 see Table 2 in Appendix for breakdown of UNHCR expenditure on each settlement camp.

In addition to coordinating and implementing refugee activities, LWF/TCRS also provides some of their own funds for the establishment and running of refugee settlements projects.

The World Food Program provides food for the settlement during the initial stages.

The government of Tanzania provides suitable land to settle refugees, and for agricultural development. The government also provides administrative services and staff. The government allows TCRS to import duty free equipment for refugee settlements. When the international community withdraws, the government takes over all the financial and administrative responsibility of the settlements.

#### Problems

Hombe (1981)<sup>8</sup> identifies some of the salient problems in Refugee Settlements in Tanzania. One important problem results from the fact that personnel responsible to different organizations have been brought together under one refugee administration. The settlement commandant who is a government official has only a few of his employees paid by the government. A large number of them are not paid by the government. This creates insubordination and affects the effective running of settlements.

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8 P.M. Hombe 1981, op.cit. p. 10-11

A second problem which has been identified relates to the incompatibility of several legislations. Refugees fall under the Refugee Control Act and their administration is under the Ministry of Home Affairs. Tanzanian nationals, on the other hand, are governed by the village Act of 1975. These two are incompatible and create problems when settlements are handed over to the government. The Village Act defines the government's responsibility towards her citizens. Until refugees apply and are granted citizenship, they continue to get special treatment as aliens. This creates problems of integrating refugee development projects within national projects.

A third problems relates to the physical isolation of refugee settlements and villages of nationals. Although it is hoped that eventually the two groups can integrate, intergration does not appear to be a priority.

Another outstanding problem relates to the period it takes for settlements to be transfered to the government. Although the government and the International Community wish for the shortest time possible, this has not been the case. Even after staying in settlements for upto 7-15 years, refugees still expect to return home any time. As a result, they do not engage in activities to promote self-sufficiency. This delays achievement of self-sufficiency and the hand-over period.

In the early stages of settlements, some of the projects have been established on a trial and error basis

without proper feasibility studies and planning. In some projects it had not been established that the land had good agricultural soil or that there was sufficient land for settlement. This has led to failure of projects. These problems were common in the early period when there was little experience with refugees. Now a standard system of handling refugees has evolved and it appears to be working effectively.

#### Future Plans

The refugee situation in Tanzania has stabilized. There is no recent large influx of refugees. There is therefore no emergency relief phase right now. In Tanzania the long established system of settling refugees is consistent with ujamaa ideology. There are no plans to introduce any major changes.

The only recent changes relate to spontaneously settled refugees. A 1980 University of Dar-es-salaam study established that there were approximately 10,500 Burundi refugees settled in Kigoma area. UNFCR has embarked on projects to assist such spontaneously settled refugees.

#### RESEARCH

Most refugee research in Tanzania is carried out solely by the University of Dar-es-salaam or the University collaborates with a government or nongovernment agency. The University of Dar-es-salaam is well equipped with

qualified research personnel and research facilities. It carries out quality research both qualitative and quantitative.

The University of Dar-es-salaam has carried out a lot of research on refugee settlements. One of the pioneer studies<sup>9</sup> examined the emergency resettlement and integration phases of Muyenzi Settlement in Ngara District. Other more recent studies<sup>10</sup> have reviewed refugee settlements within the context of national policies and development programs. An increasing number of studies are now examining the conditions of spontaneously settled refugees in Tanzania.

Survey of the spontaneously settled Burundi refugees in Kigoma region determined their numbers, their socio-economic conditions and their legal status. The study aimed at gathering information to assist in assessing the refugee needs (i.e social and economic) so that a program of assistance can be established to promote their self-sufficiency and integration.<sup>11</sup> A follow-up study in 1981<sup>12</sup> has collected more

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9 Gasarasi, C.P., 1976: The Life of A Refugee Settlement: The Case of Muyenzi in Ngara District in Tanzania. University of Dar-es-salaam.

10 Hombee, P.M., 1981: "Refugee Settlement Administration in Tanzania" Paper presented to The Workshop on Rural Refugee Settlement Held at Dar-es-Salaam from 1st to 10th September 1981.

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12 Lugusha, E.A. et.a. 1981 "A Reformulation of the Kigoma Project SI/AP/LS/TAN/MA.3 Part 1.

specific information on the kind of assistance available and therefore what is needed. The information from this study will assist in designing a multi-year assistance program for selected villages in the Kigoma region.

Highly conceptualized studies of the refugee settlement and inter-ration process in Tanzania have also been carried out by the University of Dar-es-salaam.<sup>13</sup>

UNHCR, government and nongovernment organizations sponsor and/or carry out their own feasibility studies on specific problems related to their programs. These studies are normally short lived and the findings immediately translated into programs. In 1980, for instance, UNHCR arranged and sponsored a study on the establishment of post primary vocational technical centres for Burundi refugee settlements.<sup>14</sup>

Although relatively more refugee research has been carried out in Tanzania than in any of the other countries studied here, refugee research is still limited. While baseline surveys have established the numbers and the social, economic and demographic characteristics of the total refugee populations (i.e camps and those spontaneously settled), there is need for broad bases research that compares the two types of settlements and even examine any possible links (economic, demographic and social) between them.

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13 Gasarasi, C.P. 1983: "The Tripartite Approach to the Settlement and Integration of Refugees in Tanzania."

14 UNHCR 1983: "Refugee and Refugee Assistance in Tanzania General Information" Dar-es-salaam p.6.



PART IV

CONCLUSION

Despite the fluctuation in the size of the refugee population over the past two decades in Tanzania, Ethiopia and Somalia, the general trend portrays an increase in this population. More recently, however, the refugee population has stabilized in Tanzania and Somalia. Ethiopia is currently receiving refugees from Sudan. At the same time, Ethiopian refugees living outside Ethiopia are responding to Ethiopia's declaration of a general amnesty and repatriating.

Refugee Policy

Each of the three countries examined in this study have "open door" reception policies. On humanitarian grounds, each of these countries gives asylum to refugees and adheres to the principle of non-refoulement. All three countries recognize settlement as the medium term policy to enable refugees to reconstruct their lives. Agricultural development is the recognised strategy through which refugees are expected to achieve some measure of self-reliance thus lessening the dependency burden on the host government and the international community. Each of these countries views voluntary repatriation as the most durable solution to the refugee problem.

These policies, however, vary in their specificity and clarity. Tanzania has the most clearly formulated refugee policy. It is a detailed statement supported by national legislation (The Refugee Control Act of 1965).

It defines the procedure for receiving refugees when an influx occurs the rights and responsibilities of refugees under varying conditions, and the relationship between refugee settlements and national development policy. The refugee policies in Somalia and Ethiopia are very general statements which leave a lot of situations undefined. This lack of specificity in refugee policy means that refugee programs lack clear guidelines. This is true of agricultural policy in Somalia. Many refugee agricultural programs in Somalia just evolve as a result of trial and error. This slows down the settlement process and delays the time for achieving self-reliance.

#### Programs

Several programs have been established and others are proposed to be established to assist refugees in their process of settlement and integration. These programs include agriculture, water, education and training.

Numerous government and non government agencies are involved in implementing refugee programs both during the emergency and the settlement process. Thus for instance in somalia, until recently, 30 private voluntary organizations were involved in implementing refugee programs here. The activities of these organizations often lacked coordination. There was lack of cooperation among these organizations. Infact, their activities were characterized by competition in an attempt to each establish their autonomy and justify their existence. These private voluntary organizations fail to coordinate their activities with those of other organizations.

There is also a lack of coordination between them and government organizations concerned with refugee work. This leads to the establishment of programs in a haphazard and unrelated way. There is also duplication of programs and program activities.

Efforts are being made by each of these countries to ensure coordination of refugee program activities through the establishment of one organization to perform this role.

In Somalia, the National Refugee Commission performs this role. Having realized this problem, Ethiopian refugee authorities are planning to request one private voluntary organization to perform this task. Tanzania portrays the most coordinated refugee program of these three countries. Tanzania anticipated the problem of coordination early in her experience with refugees. To alleviate this problem, one private voluntary organization, The Tanganyika Christian Refugee Services (TCRS) was asked to coordinate the refugee activities of all other voluntary organization. In choosing to deal with just one voluntary organization to whom all other private voluntary organizations account, the government and local authorities are able to align their project activities with national development. This eventually makes the transfer of responsibility over refugees from the International Community, to the government smooth.

A common problem in implementing refugee programs is the problem of ensuring that private voluntary organizations involved in implementing refugee programs employ qualified international staff. It is felt that some of the international personnel recruited to some of these countries are fresh from school. They lack working experience. These people are employed as "experts" and entrusted with important responsibilities. Furthermore, some of these personnel have their skills mismatched with the work they do. People are doing work unrelated to their training. The situation is worsened by the fact that, even for persons qualified for their work, the international staff are employed on very short contracts. This makes it impossible for them to have time to complete and evaluate their projects. This problem was addressed in Somalia, through introducing regulations specifying that all international staff must stay in their jobs for at least 6 months. Even this period is still short. Training local staff, to replace the international staff as quickly as possible might be the best solution.

The process of settlement has also been delayed due to implementation of inappropriate programs. Somalis have traditionally made donkey carts. A program in which Americans were teaching Somalis how to make donkey carts was destined to fail.

#### Research

An important component of any development program is the collection of information on which to base recommendations for projects. Refugee research is greatly limited.

Refugee research has concentrated on describing the present refugee conditions. No research exists on refugees' pre flight social and economic conditions. This information is very important in the attempt to understand refugees' present behaviour and activities and in the introduction of appropriate settlement projects for groups of refugees. Recognition of the importance of the pre-flight stage is reflected in the fact that assumptions and generalizations are made about the activities of refugees' pre-flight phase. Yet a lot of information is missed out. For instance, it is generally assumed that most refugees have a farming background. Agriculture is then taken to be the most appropriate strategy for settling refugees. A lot of research has therefore been carried out on agriculture. However, livestock development which is another farming system has not been sufficiently researched as a viable alternative to agriculture in the settlement process.

Studies on the demographic composition of refugees in settlements and in camps have established that there are more women, and children than adult men. Yet there is no research on the implication of this on agricultural labour availability in camps. There is need to investigate the effect of the high dependency ratio in camps on the investment patterns, and on the camp development. There is need to investigate if the proportion of children in refugee settlements differs from the proportion of the children in the population of the nationals.

More recently, in both Tanzania and Somalia, attention is being given in research work towards understanding spontaneously settled refugees, their characteristics and needs. More research is needed on understanding the link (demographic and socio-economic) between spontaneous settlements and camp settlements. Such information would establish the more effective refugee settlement type of the two. There is need for longitudinal studies to find out which of these two settlement types lead to faster and easier integration, and within each of these two settlement types, which farming system leads to quicker integration, the agricultural system or the pastoral system.

Studies unanimously agree that refugees need to attend formal schooling, at least to complete primary school education. UNHCR pays for primary school fees for refugee children. It is believed that education provides skills that will assist refugees in their settlement process, making integration easier. Yet refugees are not given equal opportunities to pursue education beyond primary education. For those who complete education, refugees do not easily get employed. When they get employed, their skills are often mismatched with their work. In view of these constraints, there is need to carry out research on the appropriate curriculum for refugee schools. Should refugee school curriculum be the same as that for schools used by nationals.

Refugee issues are politically sensitive, yet they cannot be ignored. Past research has specifically ignored

addressing conditions that lead to refugeeism. In some countries, no refugee research is being carried out. Multi-disciplinary research needs to identify social, political and economic conditions that lead to refugeeism. This would assist in looking for ways (either through public education or other means) of solving them.

More urgent, is the need to organize a workshop on the refugee conditions in Eastern and Central Africa. This would bring together different people who are either interested or involved in refugee issues. They would include government administrators, policy makers, members of funding agencies, members of implementing agencies, academics, member of the media and some laymen; preferably opinion leaders. The aim of such a workshop would be:

- a) To share the experiences of refugee program administrators and implementing agencies, their successes and failures. Such information sharing would lead to people learning from each other the most important problems in refugee work and some of the strategies used to solve them. Such a workshop would also provide a forum where the few people involved in refugee research can generate the interest of those unfamiliar with refugeeism so that they learn about it, i.e. who are refugees and some of the conditions leading to refugeeism as well as the different aspects of refugeeism as important areas for study.

- b) There would be sharing of information on the type of research that has been carried out. The total research experience would be examined including the population studied, the methodology used and the constraints encountered. Interesting research leads would be identified, as people point out what has been done and what still needs to be done. There would be discussions on ways of creating a refugee data bank in the region, easily accessible to people needing refugee data.
- c) Another important topic for discussion would be improving the quality of refugee research through making it a little more quantitative. Searching for causal relationships would make it easier to identify variables that can be manipulated to produce the desired effect. Such findings would lead to recommendations which would form the bases for more specific and clear refugee policy formulation.
- d) The workshop would also provide a forum where scholars encourage each other to carry out research in this politically sensitive area. There would be discussions on ways of circumventing politically sensitive issues without making compromises.
- e) Such a workshop would also provide the opportunity to discuss the most effective ways to publicise the plight of this increasing number of these population to the laymen.



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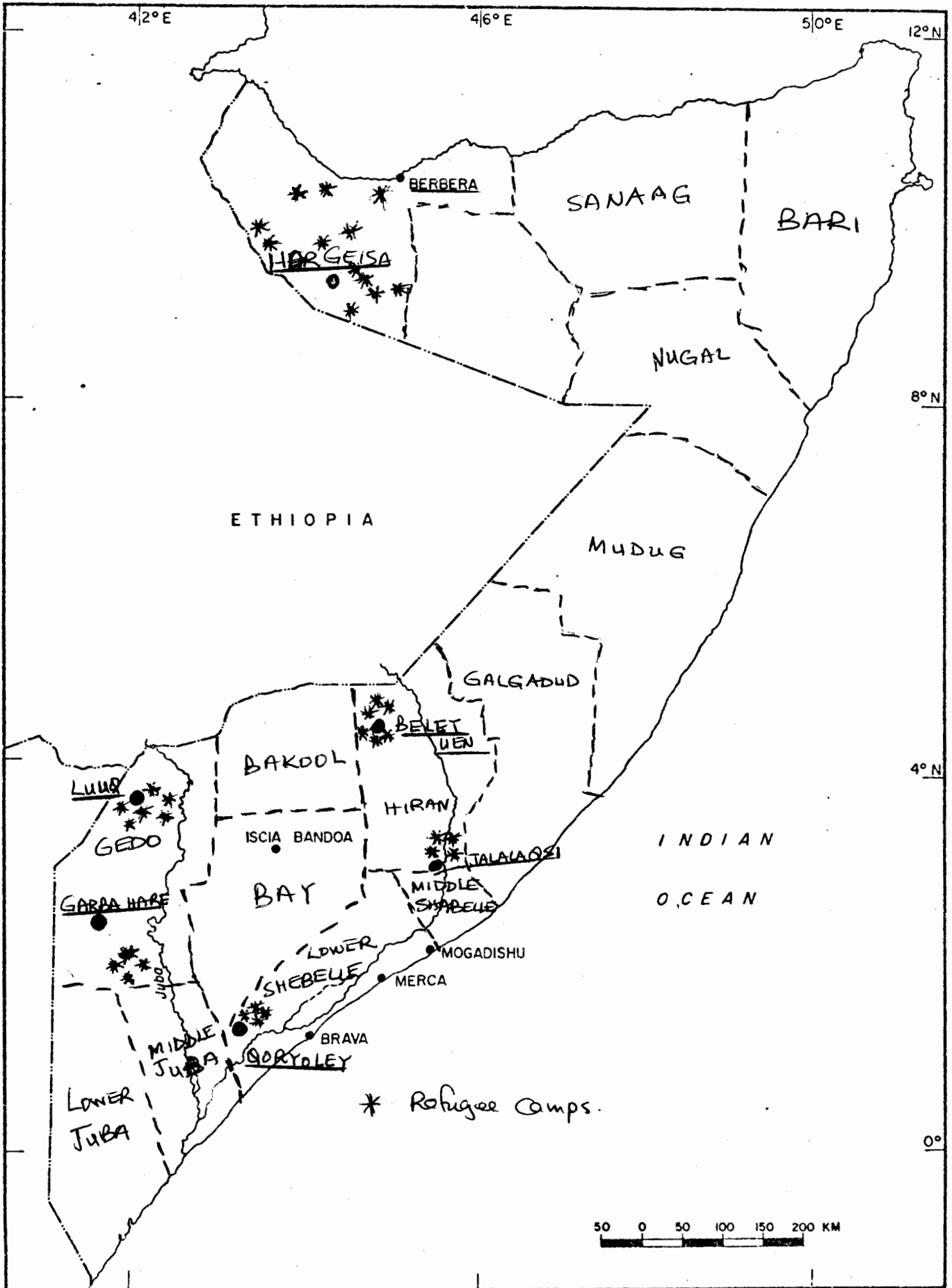
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APPENDIX

REFUGEE CENTRES IN SOMALIA DEMOCRATIC REPUBLIC

MAP 1



SOMALI REPUBLIC  
Source: UNHCR - Country Paper For Somalia.

APPENDIX

Table 1

The Refugee Population in Somali Camps

<u>Camp</u>	<u>Refugee Population</u>
Halgan	18,000
Harsud	15,000
Ban Mundule	12,000
Ali Matan	20,000
Dorianby	17,000
Maganey	11,000
Halba I	20,000
Halba II	19,000
Buur Dhudo	20,000
Hilo Mareer	12,000
Suriya	16,000
Malka Hiada	<u>20,000</u>
Total	200,000

North West Region

Dam	37,000
Sabaad	40,875
Ara bsio	10,378
Agabat	32,504
Las Dhure	39,846
Dharbi Hore	15,000
Addis Addeys	26,987
Dare maan	39,925
Tug Wajaale	<u>6,875</u>
Total	250,000

Hiran Region

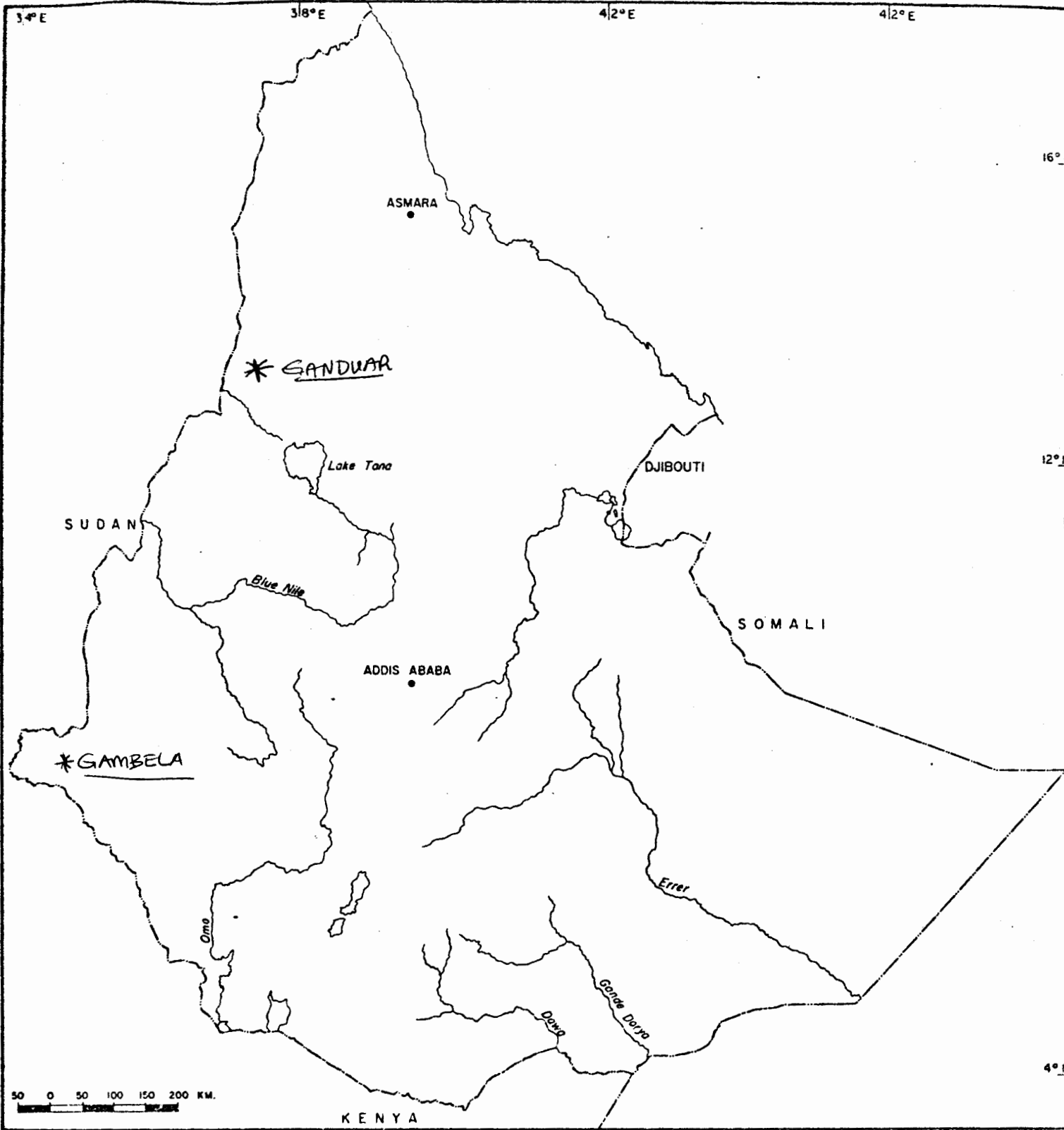
<u>Camp</u>	<u>Refugee Population</u>
Qoqane	11,000
Crash	16,000
Sigalow	16,000
Lugh Jellow	35,000
Amalow	17,000
Bo'o I	28,000
Bo'o II	11,000
Jalalaqsi I	21,000
Jalalaqsi II	32,000
Jalalaqsi III	14,000
Jalalaqsi IV	<u>18,000</u>
Total	209,000

Lower Shabelle Region

Qorioley I	8,000
Qorioley II	18,000
Qorioley III	<u>15,000</u>
Total	41,000

Source: Socio-economic Research Among Refugees by Robert Hitchcock. Table 1 using figure provided by UNHCR. Mogadishu Somalia 1983.

MAP 2. REFUGEE SETTLEMENTS IN ETHIOPIA

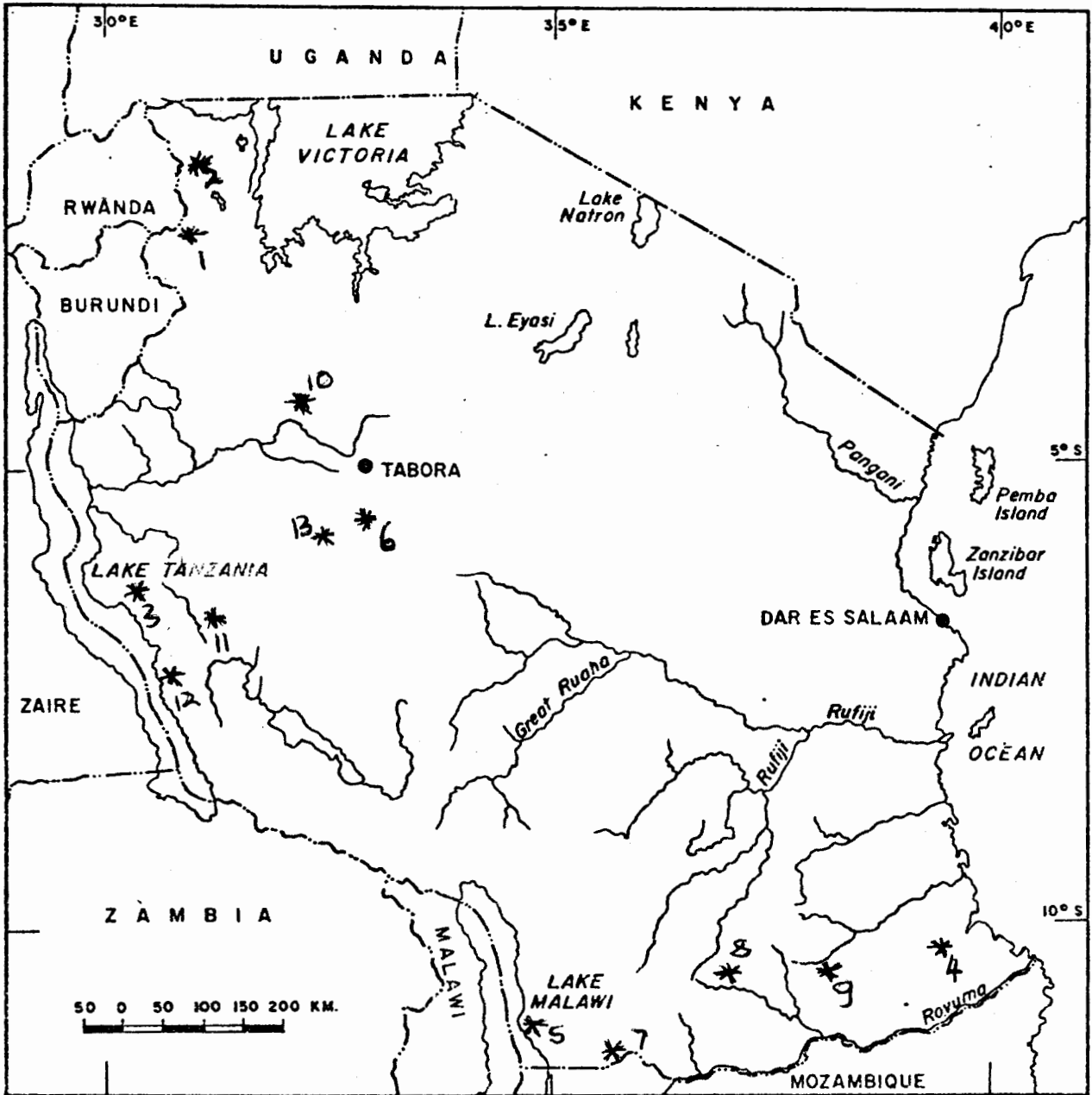


\* Refugee Settlements

Source: Carolyn C. Werley 1981 "A Survey of American  
 Private Voluntary Organizations Involvement  
 in Sub-Saharan Africa" p. 1(B)9

MAP.3

REFUGEE SETTLEMENT SITES IN TANZANIA



TANZANIA

Source: Gasavosi, C.P. "The Tripartite Approach to the Settlement and Integration of Refugees in Tanzania." 1983 p.16